

CHAPTER 3

Department of Defense Response Planning

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Agriculture and food production are a vital part of the national infrastructure. A naturally occurring or terrorist agricultural event could have far reaching effects on all aspects of society. The impact of such an event could significantly affect and require a response from the Department of Defense. As part of its mission to defend the United States, the DoD in conjunction with other state and federal agencies must have a plan of action should such an event occur. More importantly, the DoD must enact plans to deter, prevent, defeat, and mitigate threats against the agriculture and food system.

Current Surveillance and Inspection Systems

Several governmental agencies are involved in the regulation and protection of agriculture and food production in the United States. Safety of the food supply is monitored at multiple levels, from oversight of the neighborhood coffee shop by a local public health department to the federal government's regulation of a large multi-state food corporation. Principals among the federal agencies responsible for the safety of our food supply are the United States Department of Agriculture (USDA) and the U.S. Department of Health and Human Services (DHHS) through the actions of the Food and Drug Administration (FDA). Other federal agencies that also have responsibilities related to the food supply include the Departments of Commerce, Homeland Security, and Defense.

State and Local Agencies

Each state independently administers its agricultural programs. Most states have a state veterinarian or commissioner of agriculture who

supervises the state's agricultural and livestock health efforts. Some states have public health veterinarians responsible for animal health issues relating to safe public consumption of animal products. Communication between the state veterinarian, the state department of agriculture, and the state and local public health department are imperative if surveillance and response efforts are to be effective.

Currently, communication, manpower, and funding issues hinder the effectiveness of many state food and agricultural agencies' ability to respond to a natural or terrorist agricultural event. To improve communication, each state should consider establishing a public health veterinarian serving as the link between agricultural interests and public health.

United States Department of Agriculture

The USDA is one of the principle federal agencies responsible for the safety of our food supply. Within the United States Department of Agriculture, the Animal and Plant Health Inspection Service (APHIS) and the Food Safety Inspection Service (FSIS) are the primary divisions responsible for animal health and food inspection and regulation.

The Animal and Plant Health Inspection Service is responsible for protecting and promoting U.S. agricultural health, administering the Animal Welfare Act, and implementing wildlife damage management activities. The Animal and Plant Health Inspection Service performs these responsibilities through extensive animal and plant health monitoring programs, disease and pest response and eradication programs, and establishment of standards for animal health. In the event of an animal or plant disease outbreak, the Animal and Plant Health Inspection Service is the agency which responds at the federal level.¹

The Food Safety Inspection Service ensures the nation's commercial supply of meat, poultry, and egg products is safe, wholesome, and properly labeled and packaged. The Food Safety Inspection Service employs hundreds of inspectors who monitor the food safety of production facilities throughout the country.²

Plant Protection and Quarantine (PPQ), an Animal and Plant Health Inspection Service program, is responsible for ensuring the health of plants and crops. Animal and Plant Health Inspection Service PPQ "safeguards agriculture and natural resources from the risks associated

with the entry, establishment, or spread of animal and plant pests and noxious weeds. Fulfillment of its safeguarding role ensures an abundant, high-quality, and varied food supply, strengthens the marketability of U.S. agriculture in domestic and international commerce, and contributes to the preservation of the global environment.”³

United States Department of Health and Human Services-FDA

The Food and Drug Administration is a scientific regulatory agency within the DHHS which is responsible for the safety of the nation’s domestically produced and imported foods, cosmetics, drugs, biologicals, medical devices, and radiological products. FDA’s responsibility in the food area generally covers all domestic and imported food except for that which the Food Safety Inspection Service has authority including meat, poultry, and frozen, dried, and liquid eggs.⁴

United States Department of Commerce

The U.S. Department of Commerce (USDC) is responsible for the safety of seafood and fish processing plants. The U.S. Department of Commerce mission is “to create the conditions for economic growth and opportunity by promoting innovation, entrepreneurship, competitiveness, and stewardship.”⁵

United States Department of Homeland Security

In accordance with Homeland Security Presidential Directive 7, the Secretary of Homeland Security is responsible for coordinating the overall national effort to enhance protection of the critical infrastructure and key resources of the United States.⁶ Agriculture is a vital infrastructure and resource. Consequently, coordination of the overall response to an agricultural event is the responsibility of the Department of Homeland Security (DHS).

There are also Sector-Specific Agencies responsible for each critical infrastructure. Sector-Specific Agencies are defined as federal departments or agencies responsible for infrastructure protection activities in a designated critical infrastructure sector or key resources category.^{7,8} The United States Department of Agriculture is the Sector-Specific Agency

responsible for agriculture and food (meat, poultry, and egg products). The U.S. Department of Health and Human Services is the agency responsible for public health, healthcare, and food (other than meat, poultry, and egg products); and the Environmental Protection Agency (EPA) is responsible for drinking water and water treatment systems.⁹

United States Department of Defense

DoD Directive 6400.4 designates the Secretary of the Army as DoD Executive Agent for Military Veterinary Services.¹⁰ Authority is further delegated to the Surgeon General, U.S. Army, to act on behalf of the Secretary of the Army for assigned responsibilities, functions, and authorities. Responsibilities include:

1. Controlling animal diseases communicable to man,
2. Developing military standards for commercial food plants providing products to DoD components,
3. Developing approved lists of suppliers,
4. Providing laboratory examinations of food products, and
5. Providing on-base inspection of food products at all joint procurement and storage facilities and facilities under control of the Departments of the Navy and Army (excluding food preparation facilities).¹¹

In the continental United States, food production plants inspected by other government agencies such as the United States Department of Agriculture, Food and Drug Administration, or U.S. Department of Commerce are usually not inspected by DoD personnel.¹²

The Secretary of the Air Force retains authority over the food inspection program at Air Force installations. Public health or preventive medicine personnel of the respective service oversee on-base food preparation facilities.

General Disaster Response

Local and State

In a disaster, the first line of defense is at the local and state levels. A local government responds, supplemented by neighboring communities and volunteer agencies, as needed. If overwhelmed, the local government turns to the state for assistance. The state responds with state resources, such as the National Guard and other state agencies. The state may also request assistance from nearby states under Emergency Management Assistance Compacts (EMAC). This requires that losses and recovery needs be determined through damage assessment by local, state, federal, and volunteer organizations.

For incidents involving chemical, biological, radiological, nuclear, or high yield explosive agents (CBRNE), the National Guard employs Weapons of Mass Destruction Civil Support Teams (WMD-CST). The mission of these teams is to support the governor and the local incident commander in response to a local WMD event. The WMD-CST may be employed in Title 10 or Title 32 status as a reserve or reinforcing element for other WMD-CSTs, or as unilateral military support in a state without a WMD-CST.

The WMD-CST has the ability to identify agents, assess consequences, advise on response measures, and assist with requests for state support. If the incident is determined to be of national impact, these CSTs work as part of the overall national response with the Joint Task Force for Civil Support (JTF-CS) or another Joint Task Force commander, both U.S. Northern Command (NORTHCOM) assets.

National

If it is determined that state resources are insufficient to mitigate the disaster, the governor may request a major disaster declaration through the Federal Emergency Management Agency (FEMA) based on the damage assessment, and an agreement to commit state funds and resources to the long-term recovery. FEMA evaluates the request and recommends action to the White House based on the disaster, the local community, and the state's ability to recover.

At this point, there are two actions that may occur. First, the President approves the request and FEMA responds. Alternatively, FEMA informs the governor that the request has been denied. This process can take a few hours or a few weeks depending on the nature of the disaster.¹³

Department of Defense

The Department of Defense may become involved in the disaster at several levels. Local base commanders are authorized per DoD Directive 3025.1 to respond locally for a limited period of time, usually on a reimbursable basis to “save lives, prevent human suffering, and mitigate great property damage.”¹⁴ The governor may also activate the National Guard under state control and state funding. In the event that a Presidential Disaster Declaration (PDD) is made, and state and federal resources are overwhelmed, longer-term DoD assistance may be requested.

The procedure for requesting DoD assistance, detailed in Figures 3.1 through 3.3, is as follows. The Principle Federal Official (PFO),¹⁵ usually FEMA, initiates a Mission Assignment (MA). If a joint field office (JFO) has been established, a Defense Coordinating Officer (DCO) will evaluate the Mission Assignment and determine whether the resources requested are available elsewhere. If the Defense Coordinating Officer determines the additional resource request is warranted, he sends the MA to the DoD Executive Secretary and later to the Assistant Secretary of Defense for Homeland Defense (ASD (HD)) for validation. If validated, the Joint Director of Military Support (JDOMS) processes the order and a copy is sent to NORTHCOM for mission analysis. The Secretary of Defense and the Assistant Secretary of Defense for Homeland Defense approve the order and the Joint Director of Military Support issues the order. The Services may then be tasked directly for resources; or Joint Forces Command (JFCOM), Transportation Command (TRANSCOM), the National Guard Bureau (NGB), and other unified commands may be tasked to support the desired requirements. Once federal DoD assets arrive in the area of operations, NORTHCOM assumes operational control of these forces.

The diagrams presented here illustrate the request for assistance (RFA) process in three different situations. Figure 3.1 depicts the RFA process if a Defense Coordinating Officer has not yet deployed. Figure 3.2

shows the process after a Defense Coordinating Officer has deployed but before the deployment of a joint task force (JTF). Figure 3.3 is the process for requests for assistance after deployment of both the Defense Coordinating Officer and the joint task force. Many DoD agencies participate in the request for assistance process, however NORTHCOM serves as the point of coordination and control in a response.

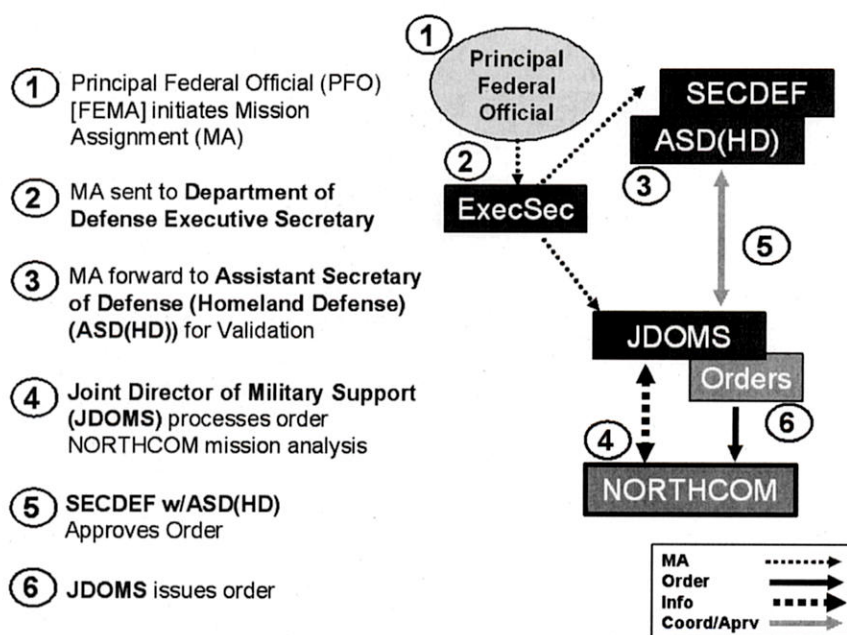


Figure 3.1 Pre- Defense Coordinating Officer Deployment Request for Assistance Process

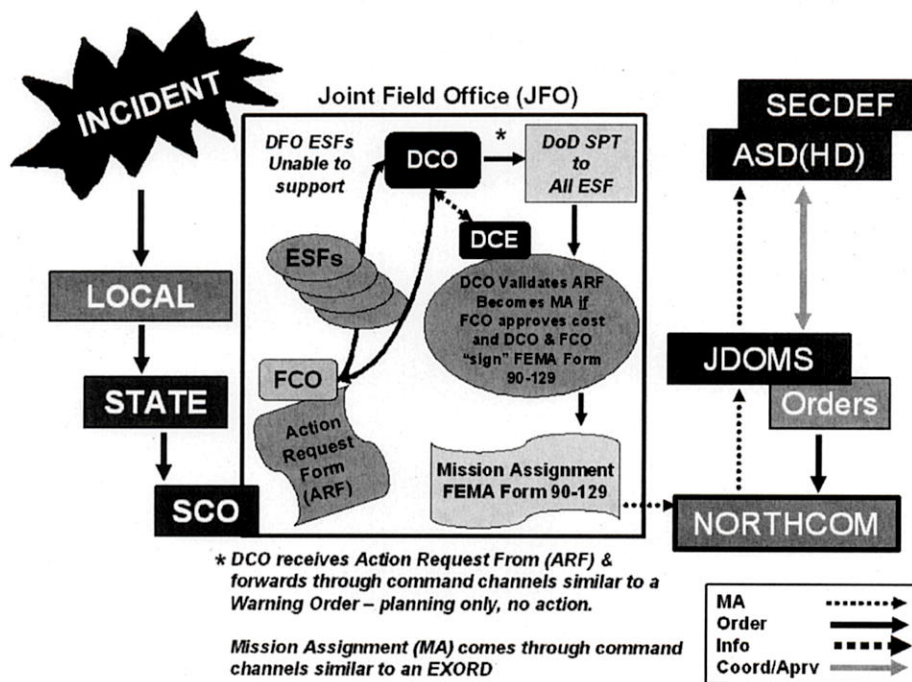


Figure 3.2 Post- Defense Coordinating Officer Deployment Request for Assistance Process.

Acronyms not included in text: SCO-State Coordinating Officer, FCO-Field Coordinating Officer, ESF-Emergency Support Function, DCE-Defense Control Element

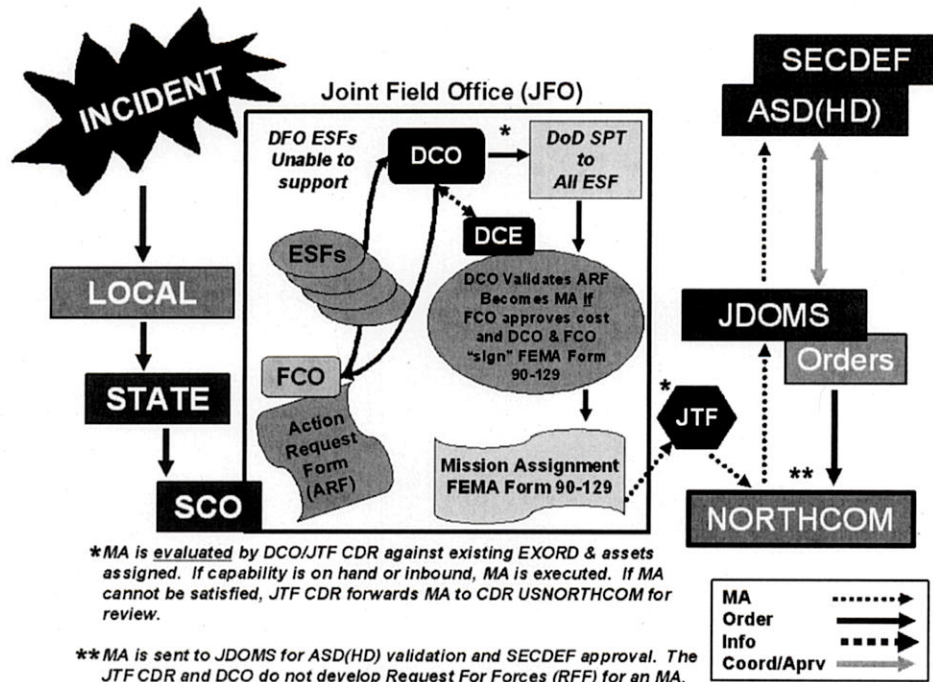


Figure 3.3 Post- Defense Coordinating Officer / Joint Task Force Deployment RFA Process

NORTHCOM is the unified combatant command responsible for establishing liaison with other federal agencies to provide disaster response capabilities during emergencies. NORTHCOM was established as a result of the events of September 11, 2001. It began operations on October 1, 2002, and became fully operational September 11, 2003.

The NORTHCOM mission focus is two-fold:

1. It must conduct operations to deter, prevent, and defeat threats and aggression aimed at the United States, its territories, and interests within the assigned area of responsibility.
2. As directed by the President or Secretary of Defense, it must provide military assistance to civil authorities including consequence management operations.



Figure 3.4 NORTHCOM Area of Responsibility

As the unified commander for North America, NORTHCOM is the supported command¹⁶ during a national crisis, including agricultural emergencies. NORTHCOM, like many unified commands possesses few organic resources. During an emergency, the military services, Joint Forces Command (JFCOM), Forces Command (FORSCOM) and others are supporting and provide resources to NORTHCOM as approved by the Secretary of Defense.

NORTHCOM is the principal operational command responsible for planning and executing Defense Support to Civil Authorities (DSCA) within the continental United States. NORTHCOM fulfills this mission by establishing liaison and planning for support with many different government agencies and departments. NORTHCOM may be asked to support natural disasters, CBRNE events, National Security Special Events (NSSEs), and other contingencies within its area of operation. NORTHCOM has coordinated and provided military support to the California wildfires, the Shuttle disaster, the 2004 hurricanes in the Southeast, and national security events such as the political conventions, the G-8 summit, the Reagan funeral, and the presidential elections.

NORTHCOM performs these Defense Support to Civil Authorities functions by establishing a Joint Force Commander at the tactical and/or operational levels. Depending on the scope, this commander could be a Defense Coordinating Officer, a Joint Task Force, or a functional component command such as a JTF Land Component Command. The JTF commander deploys to the disaster area and exercises operational control of DoD assets in the area. The JTF commander reports to the NORTHCOM commander and actively engages with the Principle Federal Official and the Defense Coordinating Officer to determine needs and deploy resources. Effective coordination between state, federal, and DoD organizations is imperative for an efficient and effective response.

If an event occurs in Hawaii or Guam, U.S. Pacific Command (PACOM) has similar roles and responsibilities in this area of operation as NORTHCOM does in North America. PACOM may be directed to fulfill a Homeland Defense or Civil Support mission to states and territories within its area of responsibility.

General Response to an Agricultural Event

Agricultural emergencies of limited scope will be addressed by local and state authorities. If the emergency impacts international trade, the United States Department of Agriculture will quickly become involved through the United States Department of Agriculture Area Veterinarian in Charge for animal issues, or through the State Plant Health Director for plant issues.

The National Response Plan designates the USDA as the coordinator for Emergency Support Function #11 (ESF 11), Agriculture and National Resources. The United States Department of Agriculture also serves as the primary agency for: 1) provision of nutrition assistance; 2) control and eradication of an outbreak of a highly contagious or economically devastating animal/zoonotic disease, highly infectious exotic plant disease, or economically devastating plant pest infestation; and 3) assurance of food safety and food security (under USDA jurisdictions and authorities). The Department of the Interior (DOI) is the primary agency for protection of natural and cultural resources and historic (NCH) resources prior to, during, and/or after an Incident of National Significance. Federal agencies such as the Departments of Defense, Commerce, Health and Human

Services, Transportation, and others are designated support agencies to the United States Department of Agriculture.¹⁷

The Secretary of Agriculture has broad authority and discretion for response to and elimination of animal or plant disease. For example, in reaction to an emergency, the Secretary may transfer funds from the United States Department of Agriculture to reimburse certain federal, state, and local response expenses, including operational costs for quarantine enforcement, perimeter control, depopulation, carcass disposal, and decontamination. The Secretary may also declare an Extraordinary Emergency, which allows for the use of federal authorities to take action within a state if the state is unable to take appropriate action to control and eradicate the disease.¹⁸

During an agricultural emergency short of a Presidential Declaration, United States Department of Agriculture may request DoD assistance. The DoD may provide assistance, military specialists or laboratory support to the Animal and Plant Health Inspection Service on a reimbursable basis in accordance with the Economy Act.¹⁹ The United States Department of Agriculture requests this support through the Joint Director of Military Support (JDOMS) as outlined previously.

In the event that needs cannot be addressed with the United States Department of Agriculture or other federal authorities, the President may also declare a major emergency or disaster under the Robert T. Stafford Disaster Relief and Emergency Assistance Act.²⁰ Presidential declaration of a major emergency or disaster activates a multitude of federal programs to assist in response and recovery.

DoD Planning

Just as general disaster response ranges from the local to the federal level, DoD planning should also include responses at all levels from the local installation to the strategic theater. Planning should include intelligence gathering; formation of an integrated plan; and integration with local, state, and federal response systems.

Intelligence Gathering

To maintain situational awareness, real-time, accurate intelligence is critically important to the military commander, his command surgeon, and the command veterinarian. This real-time agricultural and public health intelligence is difficult to obtain. While under development, systems to integrate animal and plant information systems and national laboratory data are not yet in place. For instance, NORTHCOM and other DoD medical personnel are actively participating in development of the National Biosurveillance Integration System (NBIS), a Department of Homeland Security program to integrate national biosurveillance systems of all pertinent agencies including the United States Department of Agriculture and the Centers for Disease Control and Prevention. This system is designed to bring together many disparate information systems to create a common information picture. As surveillance systems become more integrated and coordinated, DoD must maintain active participation to ensure appropriate participation for an agroterrorist response.

Integrated Plan Development

Plan development should include extensive coordination between the DoD and appropriate agencies from the local to national level. Planners should take into consideration contingency operations, availability of manpower and equipment, and possible effects of competing local missions and responsibilities. Support planning for agricultural incidents also requires knowledge of anticipated needs by other support federal agencies. NORTHCOM should work with primary federal agencies to determine possible requirements in an emergency. These agencies include the U.S. Department of Agriculture, the Animal and Plant Health Inspection Service, Veterinary Services Emergency Programs for animal issues; the U.S. Department of Agriculture, the Food Safety Inspection Service, and the Food and Drug Administration for food issues; and the U.S. Department of Agriculture, the Animal and Plant Health Inspection Service, Plant Protection and Quarantine for plant events. In addition, NORTHCOM's command veterinarian coordinates with DHS components including Information Analysis and Infrastructure Protection (IA/IP), Emergency Preparedness and Response (EP&R) and Science and

Technology (S&T), as the Department of Homeland Security has overall coordinating authority for national emergencies.

Once probable support needs are identified, NORTHCOM must examine the inventory of resources available from all services. Specialty resources include veterinary personnel, epidemiologists, pathologists, and laboratory support. Non-medical resources include transportation, engineering, and contracting resources.

Local Installation Response DoD Planning Issues

In an incident involving food, the commander at a local military installation is ultimately responsible for the health and safety of his personnel. Therefore, it is imperative that local installation commanders examine security provisions and plan for food inspection and safety responses at a local level. Commanders should also address the safety and well-being of dependents both on and off-base. Additionally, commanders should develop a contingency plan if normal sources of food are compromised. This contingency plan may include the stockpiling of food staples on the installation and emergency preparedness training for dependents on and off the installation.

In addition to the provisions for food-related emergencies, the local commander should plan for incidents involving animals or plants. Many military installations in the United States encompass large geographical areas. These areas include numerous plant and wildlife species. Some installations also lease portions of land to local farmers. Other sources of concern are the recreational horse riding stables, government owned military horse stables, and security forces' dog kennels. Commanders have a responsibility to ensure that the installation does not become a reservoir for diseases that may adversely impact off-base areas. In the event of an animal disease outbreak on or off-base, the installation may be included in a quarantine or stop-movement area. Commanders should establish relationships with local agricultural authorities and plan for possible disruptions in normal base operations due to animal or plant disease issues.

Local commanders are assisted in their efforts by military food inspection personnel as outlined in preceding sections of this chapter. Installation public health officials should also establish and maintain liaison with local civilian public health agencies since an agricultural

emergency would likely effect the surrounding community as well. In addition to this support by specialists stationed on installations, the U.S. Army Veterinary Command (VETCOM) assists local installations in the United States in their efforts to ensure food safety and control animal diseases.

The U.S. Army Veterinary Command is responsible for food safety and quality assurance, care of government-owned animals, and animal disease prevention and control for most Army, Air Force, Navy and Marine military installations in the United States.^{21,22} The U.S. Army Veterinary Command should work together with local installation commanders and civilian agriculture officials to develop programs for monitoring the health of domestic animal and wildlife populations and responding to threats against animals and plants on military installations.

State Response DoD Planning Issues

The National Guard is an important state asset for emergency response. At present, there are no military veterinary assets in the Guard. Nevertheless, State Adjutants General must work closely with state department of agriculture personnel and other response organizations to determine probable National Guard missions and types of resources that would be needed or expected in an agroterrorist incident. Additionally, all state exercises involving agricultural events should include representatives from the National Guard.

The National Guard is particularly important because guard personnel can be used for law enforcement when mobilized in a state status (Title 32) in contrast to active duty (Title 10) forces. "Title 32" refers to Title 32 of the United States Code (32 USC) and "Title 10" refers to Title 10 of the United States Code (10 USC). When National Guard assets are used in Title 32 status, they are under control of the governor of the state and can effectively function as the state militia. They may be used for disaster relief, riot control, military protocol, and any other purpose as permitted by state law. In all instances, state law governs.²³ In an agroterrorist incident, the Guard could be used in Title 32 status to enforce a quarantine or stop-movement. If placed in Title 10 status, the National Guard is federalized and effectively becomes a reserve military asset of the United

States, falling within the federal military commander structure and cannot be used in law enforcement activities, such as quarantine.

National Response DoD Planning Issues

The Assistant Secretary of Defense (Health Affairs) (ASD(HA)) is responsible for policy direction related to military Force Health Protection. As such, the Assistant Secretary of Defense (Health Affairs) provides guidance to all Services on issues of Force Health Protection. The Assistant Secretary of Defense (Health Affairs) oversees the DoD Executive Agent for Veterinary Services (Army), issues guidance on veterinary services, and monitors and evaluates implementation of policy. The DoD Executive Agent, in turn, delegates authority to the U.S. Army Surgeon General for assigned veterinary service responsibilities.²⁴ The Army Surgeon General implements veterinary service policies and programs through the DoD Veterinary Service Activity (DODVSA) to ensure an effective Force Health Protection program.

The DoD Veterinary Service Activity coordinates programs for food inspection and veterinary services with all DoD components. It is imperative that DODVSA maintain coordination and situational awareness with all civilian agencies involved in agriculture or food production to identify potential agricultural problems that may affect the DoD. To accomplish this awareness, the DoD Veterinary Service Activity establishes and maintains liaison with the United States Department of Agriculture, the Food and Drug Administration, the Department of Commerce, and other agencies. Food or non-prescription drug problems are typically communicated through the Hazardous Food and Nonprescription Drug Recall System. The DoD Veterinary Service Activity must ensure systems are in place for timely notification of food or animal/plant disease problems that might impact force health protection.

In addition, the DoD Veterinary Service Activity and the DoD must ensure measures are in place to prevent the introduction of foreign animal and plant agents through movement of equipment and/or personnel. DoD must take preventive measures and provide adequate training for the recognition and destruction of foreign animal diseases and plant pests to avoid unintentional introduction into the United States. This is especially

important in light of recent deployments to areas where diseases such as foot-and-mouth are endemic.

Overall responsibility for Defense Support to Civil Authorities in the DoD rests with the Secretary of Defense.²⁵ The Secretary of Defense fulfills this responsibility through the Assistant Secretary of Defense for Homeland Defense (ASD (HD)) who oversees homeland defense activities, develops policy, conducts analyses, provides advice, and makes recommendations on homeland defense, support to civil authorities, emergency preparedness, and domestic crisis management matters within the DoD. Specifically, the Assistant Secretary of Defense for Homeland Defense will assist the Secretary in providing policy direction on HD matters through the Chairman of the Joint Chiefs of Staff (CJCS) to U.S. NORTHCOM, PACOM, and other Combatant Commanders.²⁶ An agricultural emergency fits the description of a domestic crisis, and thus the Assistant Secretary of Defense for Homeland Defense should address the military response and role in an agroterrorist event.

Theater Response DoD Planning Issues

As the supported combatant commands responsible for Defense Support to Civil Authorities, NORTHCOM and PACOM must maintain situational awareness of any unusual activities or events occurring within their areas of responsibility. This requires a coordinated effort with civilian agencies to ensure that information is shared in a timely manner.

For medical, food, and agricultural issues affecting the NORTHCOM area of responsibility, the office of the Command Surgeon employs a cadre of medical planners, preventive medicine, environmental health, and operational medicine officers as well as a veterinary officer to monitor current events and trends and plan for future support missions. In addition, the command veterinarian actively engages with the U.S. Department of Agriculture/the Animal and Plant Health Inspection Service, the U.S. Department of Agriculture/Plant Protection and Quarantine, the U.S. Department of Agriculture/the Food Safety Inspection Service, the Food and Drug Administration, and the Department of Homeland Security regarding food and agriculture issues.

Training and Exercises

Training and exercises are important in preparing emergency responders for an agroterrorist incident and ensuring the response plans are reasonable and effective. Currently, the DoD does not train for agroterrorist events on a broad scale. To address these shortfalls, the DoD must assess the type and scope of training.

An example of a training shortfall is the education of military veterinary personnel in foreign animal disease diagnosis. Every year, the U.S. Department of Agriculture conducts several Foreign Animal Disease Diagnostician (FADD) courses at the Plum Island Animal Disease Center, Plum Island, NY. The Plum Island center is operated jointly by the U.S. Department of Agriculture and the Department of Homeland Security. Although limited numbers of military veterinarians have attended these courses along with the U.S. Department of Agriculture employees and other veterinarians, the number of military veterinarians attending these courses should be expanded to further enhance DoD's capability to support a foreign animal disease event in the United States. Likewise, refresher Foreign Animal Disease Diagnostician courses for veterinarians should be instituted.

A second example of a training shortfall is the shortage of personnel in DoD response roles, especially those in the veterinary services, who do not understand the new Incident Command Structure (ICS) instituted under the National Incident Management System (NIMS). Homeland Security Presidential Directive 5 (HSPD-5) directed the Secretary of Homeland Security to develop and administer the National Incident Management System.²⁷ Subsequently, DHS published the National Incident Management System March 1, 2004. The NIMS "represents a core set of doctrine, concepts, principles, terminology, and organizational processes to enable effective, efficient, and collaborative incident management at all levels."²⁸ HSPD-5 requires all federal departments and agencies to adopt the National Incident Management System and use the Incident Command Structure to manage domestic incidents.²⁹

DoD organizations who may be tasked to conduct DSCA should understand the Incident Command Structure and should be prepared to integrate into the disaster response system. This is particularly true in an agricultural response because the requests for assistance may be for

individual veterinary specialists. Planners should identify specialty positions likely to be required and integrate the Incident Command Structure training into routine position training.

Once possible support needs and training requirements are identified and addressed, the detailed plans should be extensively exercised to identify gaps and facilitate communication between DoD and non-DoD personnel.

Impact of an Agricultural Event on the Department of Defense

A major natural or terrorist agricultural event could significantly impact the DoD. The scope of the impact should be considered when developing response plans—these impacts include the disruption of the food supply and troop movements which may hinder the military mission; stress on DoD forces due to added defense support to civil authorities requirements; activating Guard and Reserve forces; and general psychological impacts on DoD members and their families. Adequate consideration of these impacts will ensure a solid and dependable response plan.

Mission Assurance

An agricultural event could lead to a disruption of the food supply due either to shortages, transportation restrictions, or contamination, and impact the ability of the Department of Defense to carry out its mission of protecting the United States. DoD installations in the United States receive most of their food from prime vendors who supply commissaries and dining facilities on a “just in time” basis, similar to commercial grocery stores. Overseas forces may be supplied to some extent by local sources, but the majority of foodstuffs, both for commissaries and other facilities, come from the United States.

Combat rations for deployed forces may also be impacted by an agroterrorist event. Combat rations are produced at a very limited number of plants. Additionally, these rations are not stockpiled in large quantities. Therefore, long-term combat requirements cannot be met without regular replenishment. Generally, combat ration plants increase production only as demand goes up. Hence, a disruption in the supply of raw products could greatly degrade DoD’s ability to complete overseas missions.

In addition, an agroterrorist attack could result in military movement restrictions both within the country and overseas. During the foot-and-mouth disease outbreak in the United Kingdom, a large scale coalition training exercise with the United States was disrupted when British soldiers and equipment were not allowed to deploy to North Carolina. During an outbreak of a highly contagious disease impacting either plant or animals, it is likely that interstate and/or international movement of equipment and people would be severely restricted to prevent spread of the disease. At a minimum, decontamination of equipment may result in delays and added expense to exercises or deployments.

Defense Support to Civil Authorities

DoD may be called on by the Principle Federal Official to support the U.S. Department of Agriculture during an agricultural crisis. Initial support requests would likely be for veterinary personnel but might expand to include a wide range of military assets, including transportation, equipment, and laboratory support. These support requests will add substantial stress to military forces especially in light of the high operations tempo due to the Global War on Terrorism.

Guard and Reserve

Effects on National Guard and Reserve assets could also be significant during an agricultural emergency. The National Guard is one of a governor's key assets during a crisis. With current contingency operations, many states have a high percentage of National Guard personnel deployed for federal missions. This limits the availability of these personnel for state service. Conversely, a situation in which a governor activates National Guard assets for a state emergency would limit the President's ability to deploy these assets for federal contingencies.

Adding to this delicate balance in use of resources, there is a disproportionate number of first responders who are also members of the Guard or Reserve. In a crisis, these personnel would be either unavailable to the Guard because of their civilian jobs, or unavailable as first responders because of other Guard and Reserve obligations. Potentially, this puts leadership in the unenviable position of having to choose where to best deploy these limited resources between two vitally needed areas of

support. Emergency response planners must use caution to avoid “double counting” personnel who are dual-hatted, serving in both the Guard or Reserve and as civilian first responders.

Psychological

Perhaps another impact of a disruption of the food supply on DoD is the psychological effect food contamination or a food shortage would have on the public in general, and on DoD personnel and their families in particular. Within the continental United States, a large percentage of military members and dependents live outside military installations and would be affected just like the rest of the general public by agricultural emergencies. Additionally, it would be extremely difficult for military personnel both deployed, overseas, or stationed stateside to remain focused on their mission while contemplating the dangers to the safety and well-being of their families.

Conclusion

Disruptions to the agricultural and food supply systems of the United States, whether intentional or unintentional, could significantly affect the DoD. These effects could range from local food shortages and movement restrictions to widespread economic and social damage impacting many aspects of American life including the ability of DoD to perform its mission to defend the United States. It is vital that DoD work with other agencies to plan for threats to food and agriculture.

Notes

1. United States Department of Agriculture, *Animal and Plant Health Inspection Service Website*, On-line, Internet, 10 January 2005, available from www.aphis.usda.gov/lpa/about/welcome.html.

2. United States Department of Agriculture, *Food Safety Inspection Service Website*, On-line, Internet, 10 January 2005, available from www.fsis.usda.gov/About_FSIS/index.asp.

3. United States Department of Agriculture, *Animal and Plant Health Inspection Service, Plant Protection and Quarantine Website*, On-line, Internet, 13 December 2004, available from www.aphis.usda.gov/ppq/ppqmission.html.
4. *United States Food and Drug Administration Website*, On-line, Internet, 10 January 2005, available from www.fda.gov/opacom/morechoices/mission.html.
5. United States Department of Commerce Website, On-line, Internet, 7 November 2005, available from <http://www.osec.doc.gov/bmi/budget/DOCSTPLAN.htm>.
6. Homeland Security Presidential Directive/HSPD-7, *Critical Infrastructure Identification, Prioritization, and Protection*, Office of the Press Secretary, The White House, December 17, 2003, 3.
7. Ibid., 2.
8. Homeland Security Presidential Directive/HSPD-9, *Defense of United States Agriculture and Food*, Office of the Press Secretary, The White House, February 3, 2004, 1.
9. Homeland Security Presidential Directive/HSPD-7, 4.
10. Department of Defense Directive 6400.4 (DODD 6400.4), *DoD Veterinary Services Program*, Department of Defense, November 24, 2003, 1.
11. Ibid., 3.
12. Army Regulation 40-657/NAVSUPINST 4355.4F/MCO P101110.316, *Veterinary/Medical Food Inspection and Laboratory Service*, Headquarters, Departments of the Army, Navy, and Marine Corps, Washington, DC, November 6, 1997, 7.
13. National Response Plan, *Department of Homeland Security*, December, 2004, 46.
14. Department of Defense Directive 3025.1 (DODD 3025.1), *Military Support to Civil Authorities (MSCA)*, Department of Defense, January 15, 1993, 8.
15. PFO designates a staff or agency, not an individual person.
16. "Supported Command" refers to the command that prepares operations plans or operation orders in response to requirements of the Chairman of the Joint Chiefs of Staff. "Supporting Command" refers to the command that provides augmentation forces or other support to a supported command or develops a supporting plan. Joint Publication 1-02 (JP 1-02), *DoD Dictionary of Military and Associated Terms*, Department of Defense, 12 April 2001, as amended through 31 August 2005, 515-516.
17. National Response Plan, ESF 11, *Department of Homeland Security*, December, 2004, ESF #11-1.

18. *National Animal Health Emergency Response Plan for an Outbreak of Foot-And-Mouth Disease or Other Highly Contagious Animal Disease (NAHERP)* (Draft), United States Department of Agriculture, Animal and Plant Health Inspection Service, September 19, 2002, 5.

19. "The Economy Act of 1932, as amended (31 USC 1535), authorizes an agency to place orders for goods and services with another government agency when the head of the ordering agency determines that it is in the best interest of the government and decides ordered goods or services cannot be provided as conveniently or cheaply by contract with commercial enterprise." *Economy Act of 1932*, On-line, Internet, 14 November 2005, available from <http://www.lanl.gov/orgs/dod/doingbusiness/economyact.shtml>.

20. Further information about the Stafford Act can be found at the *FEMA Library*, Online, Internet, 14 November 2005, available from www.fema.gov/library/stafact.shtml.

21. Army Regulation 40-657/NAVSUPINST 4355.4F/MCO P101110.316, 1.

22. Army Regulation 40-905/SECNAVINST 6401.1A/ARI 48-131, *Veterinary Health Services*, Headquarters, Department of the Army, Department of the Navy, Department of the Air Force, Washington, DC, August 16, 1994, 1.

23. Briefing by Major General Mason Whitney, the Adjutant General of Colorado, presented at the U.S. Northern Command Surgeons Conference, U.S. Air Force Academy, Colorado Springs, CO, July 2004.

24. Department of Defense Directive 6400.4, 2.

25. Department of Defense Directive 3025.1, 2.

26. Deputy Secretary of Defense Memorandum, *Subject: Implementation Guidance Regarding the Office of the Assistant Secretary of Defense for Homeland Defense*, Washington, DC, March 25, 2003, 1.

27. Homeland Security Presidential Directive/HSPD-5, *Management of Domestic Incidents*, Office of the Press Secretary, The White House, February 28, 2003, 3.

28. *Ibid.*, 5.

29. *Ibid.*